



# **Outsourcing Desktop Initiative for NASA (ODIN)**

## **DOSP**

**(Delivery Order Selection Process)**

## **USER GUIDE**

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National Aeronautics and  
Space Administration

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# Introduction and Background

The purpose of this Guide is to provide a “quick read” of the Outsourcing Desktop Initiative for NASA (ODIN) Program. Written in a bulleted format to present statements of fact, the document avoids the detail level you were looking for. In addition, various contract segments are referred to throughout the document. The master contract can be downloaded from the following website: <http://www.odin.nasa.gov>. Specific questions should be directed to the ODIN Agency Contracting Officer, Ms. Karen Smith (301) 286-8162, [Karen.M.Smith@gsfc.nasa.gov](mailto:Karen.M.Smith@gsfc.nasa.gov).

The ODIN master contract was awarded on June 18, 1998. The contract is a performance-based, fixed price, IDIQ type contract. Any non-NASA Agency desiring to use this contract shall coordinate with GSA (Appendix A). The period of performance is as follows:

- Initiation of Delivery Order no later than 9 years from the date of master contract award.
- Delivery orders shall not exceed 3 years.
- Delivery order periods of performance shall not extend beyond June 30, 2010.
- If determined that delivery order performance and prices are acceptable, sole

source logical follow-on orders may be awarded without a Justification for Other than Full and Open Competition (JOFOC).

- When follow-on orders are not used, the Government shall give all contractors fair consideration.

NASA ODIN objectives are to:

- Shift asset management responsibilities and risk from the Government to the Contractor.
- Facilitate current and future information technology (IT) requirements in the substantially reduced IT budget environment.
- Facilitate systems and product interoperability across the Agency.
- Focus civil servant resources on core research and development mission.
- Optimize service delivery using commercial best practices.
- Reduce cost of IT services.

# Delivery Order Selection Process (DOSP)


The ODIN IDIQ contract is the result of a multiple award Request for Proposal and includes the repeatable Delivery Order Selection Process (DOSP) by which the orders will be placed. Each Enterprise/Center/Agency will select a single ODIN provider from the pool of contractors following a process that uses the Delivery Order Selection Criteria (DOSC). The DOSP and the DOSC are established in the master contract and must be followed. Contract Sections A.1.2.2 and A.1.2.2(d) respectively cover the two processes in detail. This document will discuss both areas in general.

The DOSP should take approximately 6 to 9 months. This period does not include preparation for DOSP, which includes definition of any specific requirements beyond those which are stated in the ODIN master contract, and any internal asset inventory required to prepare for DOSP. An additional 6 months is a reasonable estimate to cover both of these activities.

Delivery orders cannot be protested and contractors have bid not to exceed (NTE) prices that may be lowered during DOSP (see Section A.1.1 of the master contract).


The following provisions of the master contract also apply to DOSP:

- Paragraph A.1.2 - Contractors are not required to bid on separate delivery orders. However, the Government reserves the right to issue a unilateral delivery order at NTE prices. Each Center/Enterprise will select a single ODIN provider from the pool of ODIN contractors (Appendix B).
- Paragraph A.1.2 - Delivery Order Selection Criteria are:
  1. Customer Focus
  2. Transition Issues
  3. Service Delivery
  4. Mission Focus
  5. ODIN Past Performance (where applicable)
  6. Pricing
- Paragraph A.1.2.2(b)(1) - DOSC weighting is determined by the Center/Agency.
- All seven ODIN contractors will be given fair consideration. To ensure this, the government shall:
  1. Afford contractors the opportunity to conduct “due diligence” at this time.
  2. Provide up-to-date inventories/information to the DOSP pool.
  3. Identify any on-site space for “due diligence” and for performance including any cost for the space.
  4. Address requirements for deliverables.
  5. Address property accountability and reporting requirements.
  6. Discuss transition plan details with the selected contractor.
- Due Diligence
  1. If the contractor waives “due diligence,” NTE prices may be used.

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2. A minimum of 30 days is allowed for “due diligence.”
  3. All contractors have a simultaneous time frame to perform “due diligence.”
  4. There will be minimum intrusive levels for “due diligence.”

# DOSP Milestones

- Establish/complete the Government baseline updating activities prior to initiating DOSP. Organize a “baseline team” of employees to gather as much data as you can. Baseline data might consist of a list of employees, their location and phone numbers, current equipment inventory, and current costs. The baseline helps to establish your current total cost of ownership.
  1. Understanding the baseline is critical for analyzing the available Contractor data and applying fair consideration.
  2. Data should come from the bidder’s library and information being provided to the contractors in the contractor pool.
  3. Data should be attained in a cost-effective manner.
    - a. Automated tools are available such as SMS, McAfee Remedee or Umbrella to collect profiles on users, hardware, and software.
  4. Data integrity doesn’t have to be 100%; rather, it should be reasonable.
  5. Identify any assumptions made to the Contractors.
  6. Disclose your methodology for collecting the data.
  7. Maintain continuity between the people determining the methodology for collecting the data and those applying fair consideration. They could be the same personnel. (Baseline team = Fair Consideration Team).
- Determine the amount available for transition bonus, if any.
- Identify the specific customer satisfaction metric using the agreed upon Center/Agency approach and methodology used to calculate.
- Identify specific seats to be ordered for the Delivery Order.
  1. Include customer’s name, building and room number, and the seat type to be ordered.
- Issue letters to all seven contractors updating pertinent information and establishing the “due diligence” schedule. A sample letter is at: <http://www.grc.nasa.gov/www/coder>
- Due Diligence:
  1. Limited to a minimum of 30 days; if contractors need more time, use discretion.
  2. Contractor validates what you’ve told them about your inventory and environment.
  3. Can be used to adjust the contract value if there is a discrepancy, which exceeds parameters.
  4. The Contractor will want to visit all locations.

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5. Generally only a sample portion of data is validated.
  6. Protects both parties.
- Contractors are required to submit in writing, within 15 days after completing due diligence, the following:
    1. A Center-specific Transition Plan that addresses the DOSC. (Centers may wish to limit the number of pages.)
    2. Technology Refreshment offerings, Attachment R, (NASA's Independent Verification and Validation (IV&V) certified equipment). (Attachment C)
      - \* Must meet or exceed current IV&V performance requirements when installed.
    3. Proposed fixed-priced seat prices that include all costs associated with providing service bundled into the seat price (these prices may only be at or below the NTE prices in the master contract).
    4. Include catalog items at one-time charges.
      - \* Requires judicious ordering on the part of the government when a seat is close to being refreshed.
      - \* Requires reasonable judgement on the part of the government when an item is acquired from a catalog and the seat is subsequently refreshed.
    5. Price for asset transition and methodology used to calculate.
    6. If applicable, a one-time due diligence price adjustment, including the basis for the requested adjustment.
  - Government reviews submitted data and clarifies any issues:
    1. Down select prior to orals (optional).
    2. Orals are required (Centers may wish to limit the length of time for orals).
    3. Written submissions may be in chart form.
    4. Reminder: these are NOT full-blown technical proposals because this is fair consideration, not a formal competition.
  - Government applies DOSC covered in Section A.1.2 of the Master Contract as required by FAR Subpart 16.5. You may not change the criteria, but you may adjust the weighting (e.g., price is more important than ...) The Criteria follows:
    - 1. Customer Focus**
      - Assess: 1) understanding of your environment; 2) understanding of your specific user requirements; 3) practicality of approach; 4) effectiveness of approach; 5) efficiency of approach; and 6) commitment to gain and maintain customer satisfaction.
      - Look for: 1) how are they providing customer help and support, 2) how are they tracking their service calls and orders, and 3) are proposed metrics sufficient for customer needs.

## 2. Transition Issues

- Assess: 1) ability to ensure continuity of operation; 2) ability to minimize disruption of existing service; 3) ability to optimize use of existing assets; 4) ability to maintain or improve customer satisfaction during transition; and 5) ability to coordinate and cooperate with affected parties.
- Look for: 1) ability to get us from where we are now to the point that they assume responsibility; 2) ability to deal with the impact to the local labor force, who are now providing what will be ODIN services; 3) their approach to asset transition; 4) how they will change the Center infrastructure as services are refreshed; 5) their description of where the Center environment will be 3 years from now; and 6) ability to handle existing software after hardware is refreshed.

## 3. Service Delivery

- Assess: 1) their ability to meet your service requirements, 2) the plausibility, suitability, and effectiveness of their approach, 3) the plausibility, suitability, and effectiveness of their requirements, and 4) the plausibility, suitability, and effectiveness of their plans.
- Look for: 1) how are they propose to perform a technical refresh, 2) how they intend to interact with non-ODIN contractors, and 3) what their plans are for being on site.

## 4. Mission Focus


- Assess: 1) their understanding of your mission, 2) their understanding of your culture, and 3) their understanding of your environment.
- Look for: 1) their description of how their expertise relates to your mission, 2) their experience working in places with similar missions, 3) their plans to maintain the current Center infrastructure, 4) plans for capital improvements over the next 3 years, 5) infrastructure improvements would they make to aid us in our mission, why, and how, 6) their plans for asset disposal, and 7) their plans for working with small, small disadvantaged, and small woman owned businesses.

## 5. ODIN Past Performance (when applicable).

## 6. Pricing

- Selection is made:
  1. Delivery Order is issued.
  2. Could be approximately 150 days from notification of intent letter to delivery order implementation!
- Government establishes a Configuration Control Board (CCB):
  1. Responsible for approving proposed changes to the local architectures and standards.



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- 2. Ensuring changes are consistent with Agency interoperability and compatibility standards.
  - Government shall have a Delivery Order Contracting Officer (DOCO) (reference paragraph A.1.4(b)) who is responsible for issuing and modifying any delivery orders for their respective centers.
  - Government shall have a Delivery Order Contracting Officer Technical Representative (DOCOTR) (reference paragraph C.4.2.3) who is responsible for:
    1. Center Operations.
    2. Meeting ODIN program performance objectives.
    3. Ensuring compliance with Delivery Order Terms and Conditions.
    4. Ensuring compliance with architectures and standards.
    5. Managing local configuration.
    6. Performing DOCOTR activities specified in the Contract.
  - The ODIN contractor is responsible for:
    1. Selecting systems, products, and services.
    2. Meeting the requirements for interoperability, functionality, and maintaining configuration control.
    3. Maintaining current configuration and making this data available for review and use by NASA.
  - The Government may identify up to \$100,000 for Transition Bonus:
    1. Should be based upon magnitude of transition.
    2. Actual amount must be identified to all ODIN contractors during DOSP.
    3. Only available to the ODIN contractor.
    4. Disbursed in accordance with the schedule in the Contractor's Center specific transition plan.
    5. Available for splitting between the incumbent ODIN and successor ODIN contractor.
    6. Disbursal decision for transition bonus is at the NASA Center/GWAC Program level.
  - Retainage Pools:
    1. Important to assessing performance measurement and issuing performance incentives.
    2. Use commercial metrics to the extent practicable.
    3. Metrics will be reported at the delivery order level.
    4. Metrics will employ vendor provided tools to capture metrics.
    5. Metrics will use shared savings provision to encourage architectural, infrastructure, and other improvements to reduce price of service delivery or improve the metrics.

## 6. Metrics Retainage Pool

\* Metrics are limited to:

1. Availability.
2. Service delivery.
3. Customer satisfaction.

## 7. Performance Retainage Pool

\* Subjective

# Applying Fair Consideration

- Attain sufficient understanding of how the differences between the contractors in the pool affect the Center's ability to apply sound business judgement.
- Don't use traditional competitive contract language.
- Don't use traditional competitive processes, i.e., source boards.
- Don't synopsise the process.
- Don't create benchmarks or operational capability tests.
- Don't establish minimum acceptable thresholds for anything.
- Avoid the appearance of competition.
- Do use a secure facility during your talks.

## Debriefings

Give Contractors who were not selected sufficient feedback so that they will be able to provide a better product for the next Center or Agency at which they participate in DOSP.

# Lessons Learned (from other Center's experience)

- Allow plenty of lead time and get your house in order.
- Specify new seat delivery milestone during DOSP.
- Communicate service delivery requirements.
- Expect transition to take approximately 9-12 months.
- Provide extensive outreach and customer education before implementation.
- Contractors need to be more prepared and have IT Security Plans ready to go.
- Government's processes and procedures need improvement before transition, not after.
- The more "historical" help desk information you can provide the contractor in advance, the better start you'll get (i.e., number and type of calls).
- Establish a Change/Configuration Control Board (CCB) well in advance and define processes for handling changes/improvements.
- Establish deliverable timelines for upgrade proposals.
- Provide options for early technology refresh.
- Make sure the ODIN contractor has a process for replacing a desktop, including:
  1. pre-notification to customer.
  2. backup/restore of customer data.
  3. recognition of customer-specific requirements (i.e. peripherals, custom monitor requirements, Section 508 requirements).
- Buy-in from the top is instrumental in keeping the interest and momentum going. Senior management must engage and continue sending a supportive message. They should manage employee expectations from the outset, and explain very clearly why the Agency is outsourcing, and what adjustments employees must make under this new paradigm
- Establish your Fair Consideration Team to include technical, contracting, customer, and administrative support.
- For Due Diligence:
  1. Schedule tours and presentations.
  2. Coordinate Agency support to improve communications with contractors.
  3. Provide badging mechanism to identify contractors, NOT as a "visitor," but as "ODIN Due Diligence Team" or similar title.
  4. Don't leave too much time between "due diligence" and implementation.
  5. Watch for train wrecks.
  6. Facilitate interface between ODIN Contractor and other Contractors.

# Sample DOSP Schedule

DATE	TASK
7/10/1998	Issue Due Diligence letter
7/20/1998	Due Diligence Kickoff Meeting and Tour
7/24/1998	Issue detailed seat information and selection criteria.
7/27 – 9/4/1998	Contractors perform due diligence.
9/18/1998	Written contractor implementation documentation due.
week of 9/21/1998	Review implementation plans.
week of 10/5/1998	Oral presentations and discussions.
week of 10/13/1998	Selection.
Mid October	Issue Delivery Order effective 11/2/1998 with 30 day phase in.
12/1/1998	Phase I ODIN Service.

# Appendix A: GWAC-Specific Instructions

ODIN establishes GWAC availability in Paragraph A.1.2.1 of the master contract: “Any non NASA Agency using this contract shall coordinate its specific DOSP with the GSA FTS person responsible for administering this contract. ....” Also, Paragraph A.1.3.1 in the Master contract sites the GSA FTS group with the authority for issuing orders and to delegate the authority to Agency DOCOs.

- GSA FEDCAC point of contact:

Gabrielle Y. James, Contracting Officer  
703-605-9812 / gabrielle.james@gsa.gov

- Process

1. Agency/client contacts GSA Customer Service Center (CSC) to request support in placing an ODIN Delivery Order or to request a Delegation of Authority to place an order themselves.

- CSC and client assess needs to determine if the planned order is within scope, period, and minimum/maximum value of ODIN contract.
- If the Agency chooses to place an order without further GSA support, GSA will provide in writing an Interagency Agreement and a Delegation of procurement authority.
- If the Agency requests GSA support, GSA will develop an Interagency Agreement with the client.

CSC and Agency defines Delivery Order requirements only if the client has not been delegated the authority to place and administer the Delivery Order on their own. (GSA can provide any level of support from managing the whole delivery order to simply providing some support in developing the Delivery Order. This support is provided on a cost reimbursable basis.)

- The Agency provides the 1% contract access fee (75% to GSA and 25% to NASA).

2. CSC and client develop an Independent Government Estimate (IGE). (Not required by the ODIN master contract.)
3. The client will rank the Delivery Order Selection Criteria (DOSC) as defined in section A.1.2 of the ODIN contract. (minor modifications can be made)
4. Agency Delivery Order Contracting Officer (DOCO) issues Delivery Order Selection Process (DOSP) letter to the ODIN Contractors.
5. ODIN contractors prepare/submit Implementation Plans.
6. Agency evaluates plans and conducts oral presentations (may be client only or jointly with CSC).
7. Delivery Order awarded to successful contractor.

## Appendix B: Pool of ODIN Contractors

**Note:** For specific points of contact, see Web site <http://www.odin.nasa.gov/html/contr.html>  
Scroll down to “Contractors and Point of Contact.”

- NAS5-98140 SAIC (formerly Boeing Information Services) Max. value: \$13.12B  
7990 Boeing Court  
Vienna, VA 22183
- NAS5-98141 Computer Sciences Corporation Max. value: \$12.41B  
7700 Hubble Drive  
Lanham, MD 20706
- NAS5-98142 Dyncorp Techserv Max. value \$7.02B  
11710 Plaza America Drive  
Reston, VA 20191-6025  
[www.dyncorp.com](http://www.dyncorp.com)
- NAS5-98143 FDC Technologies, Inc. Max. value \$10.15B  
Twin Flint Hill Office Park  
10521 Rosehaven St., Suite 200  
Fairfax VA 22030  
[www.feddata.com](http://www.feddata.com) and [www.seatmanagement.com](http://www.seatmanagement.com)
- NAS5-98144 OAO Corporation Max. value \$4.35B  
16511 Space Center Blvd  
Houston TX 77058  
[www.oao.com](http://www.oao.com)
- NAS5-98145 ACS Government Solutions Group Inc. (formerly Intellisource Information Systems, Inc.) Max. value \$9.47B  
10210 Greenbelt Road  
Seabrook MD 20706  
[www.acs-gsg.com](http://www.acs-gsg.com)
- NAS5-98146 Getronics Government Solutions, LLC (formerly Wang) Max. value \$9.78B  
2525 Network Place  
Herndon VA 20171  
[www.getronics.com](http://www.getronics.com)

# Appendix C: Independent Verification and Validation (IV&V) Partnership

## Role

NASA has a contract with an IV&V vendor to provide an independent market survey and a technology refreshment-benchmarking program.

## Responsibilities

- Provides a quarterly Market Survey that establishes top performers for desktop and laptop seats for PCs and MACs. Market survey testing is free of charge. Results are posted on NASA's ODIN web site: [www.odin.nasa.gov](http://www.odin.nasa.gov).
- Performs benchmarks on contractor proposed computer systems offered as Technology Refreshment.
- Generates performance ratings that drive technology refreshment.

## How it works

- The IV&V vendor will benchmark and certify contractor-offered computer systems for technology refreshment, on an ongoing basis, as necessary.
- Contractors will ship the products they will be offering to the IV&V facility to be tested, and results will be provided to NASA and the contractor.
- Testing will take place in the IV&V facility.
- Contractors will pay the IV&V vendor the entire cost for each system tested.

- The IV&V vendor will develop and maintain the benchmark suite for PC and MAC desktops and notebooks.
- The benchmark suite is available to the ODIN contractors and OEMs for self-testing prior to submission of systems to the IV&V facility. The suite is also available to the Government for equipment validation.
- Unix ratings will be determined from SPEC ratings pages and are posted to the Web site.
- The IV&V vendor must validate and certify the test results of all products offered as Technology Refreshment.

## Step-By-Step Quarterly Certification Process:

### Baseline

- The IV&V facility notifies the NASA ODIN Program Office and the ODIN contractors of new quarterly benchmark postings (market survey). Quarterly updates are due January 1, April 1, July 1, and October 1. See NASA Web site <http://www.odin.nasa.gov>.

### Baseline + 20

- ODIN contractors submit, within 20 business days of IV&V posting, the revised Technology Refreshment offering (Attachment R) to the NASA ODIN Program Office, affected DOCOs and TMRs.



- The ODIN contractors must ensure that every system offered under the proposed Attachment R is tested and certified by the IV&V. An IV&V “Market” benchmark for a similar or “like” machine is NOT acceptable.
- The ODIN contractor can, at their option, work with NASA to “preview” proposed platform specifications.

### Baseline + 30

- NASA Responsibilities, to be accomplished in 10 business days, include:
  - Affected Center DOCOs/DOCOTR/ TMR review the proposed Attachment R. Any discrepancies are coordinated with the Principle Center for Workgroup Hardware/ Software for technical accuracy and correctness of the configurations. DOCO reports findings/approval for the new Attachment R to NASA ODIN Program Office.
  - Program Office verifies that NASA 2805 (latest version) standards are met.

- Program Office verifies that IV&V certifications for ODIN contractor offered systems are in place, and that they meet or exceed the initial master contract baseline.
- NASA ODIN Contracting Officer issues email notification to affected DOCO(s) and ODIN Program Representatives Board (OPB) indicating acceptance of Attachment R.
- Affected DOCO incorporates updated Attachment R into Delivery Order. New Attachment R will be in effect the date of Delivery Order modification. DOCO notifies appropriate ODIN contractor.

### Baseline + 50

- ODIN contractors comply with the new IV&V benchmarks on all systems delivered 20 business days after delivery order notification.

<b>EXAMPLE: Technology Refresh Schedule Quarter #5</b>				
	<b>Task Name</b>	<b>Duration (business days)</b>	<b>Start</b>	<b>Finish</b>
1	IV&V Qtr 5 Benchmark Posting	0 days	01/03/2000	01/03/2000
2	Contractor submits Qtr 5 Att. R	20 days	01/03/2000	01/31/2000
3	NASA Review and Approval of Qtr 5 Att. R	10 days	02/01/2000	02/14/2000
4	Contractor complies with Qtr 5 Att. R (establishes supply chain with OEM)	20 days	02/15/2000	03/14/2000
5	Qtr 5 Delivery Window	63 days	03/15/2000	06/14/2000